

4.0 MITIGATION STRATEGY

4.1 MITIGATION GOALS, OBJECTIVES, & ACTIONS

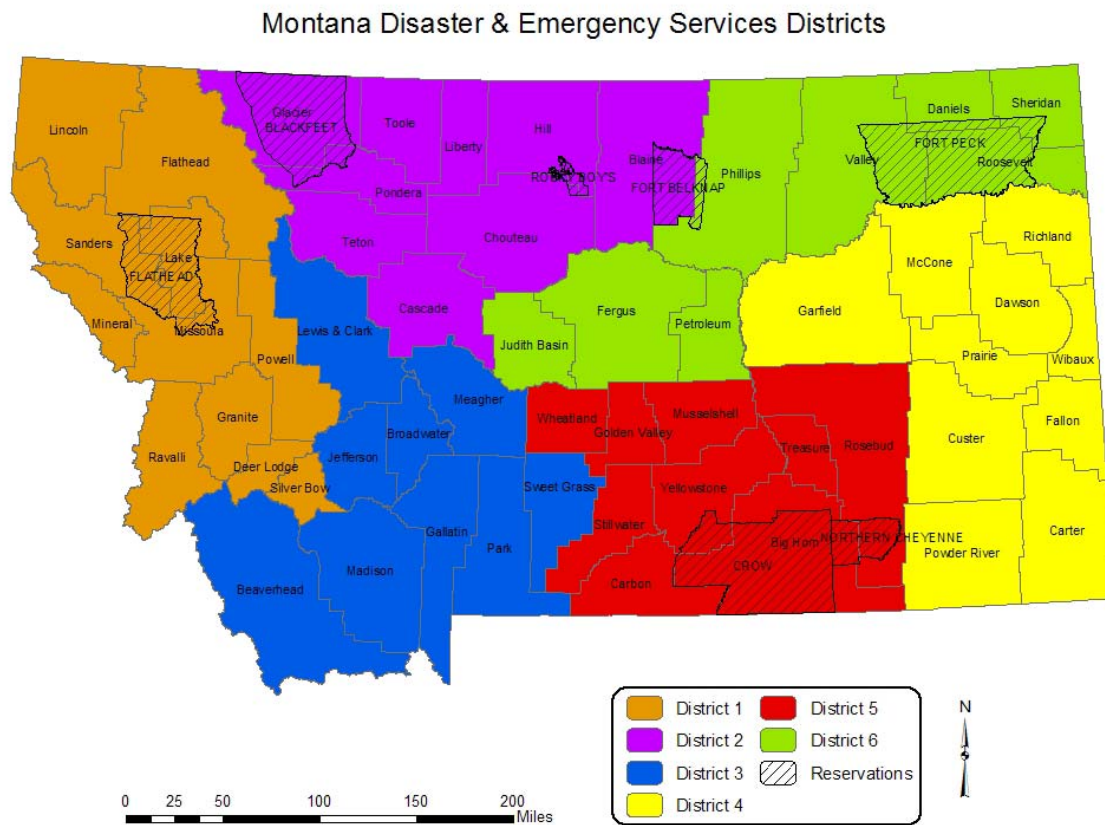
With a comprehensive overview of the hazards that threaten Montana, goals and objectives have been developed to mitigate potential losses from those hazards. These goals represent a global vision and a general direction for mitigation activities. The objectives are more specific and suggest actions that can be taken to meet the objectives.

These goals, objectives, and potential actions were initially developed based on input received from participants in the May 2004 Stakeholders meeting. The participants produced input based on the data derived from the hazard assessment. The hazard technical groups further developed, refined, and expanded the goals, objectives, and potential actions. Local PDM plans, post-disaster reports, and other program plans related to mitigation were reviewed for incorporation into this mitigation strategy. In many cases, the recommended activities overlapped, thus providing greater support for many of the actions listed here. Finally, the results were presented to the Stakeholders in a draft review meeting. Public comment was additionally encouraged through the State website. All stakeholders from federal, state, local, and private organizations were encouraged to participate in this process.

These goals and objectives serve as the framework for future mitigation funding and project decisions. They shape the long term vision in the State of Montana for hazard mitigation. The prioritization of local project requests and statewide initiatives will be representative of this strategy. An extensive review of the projects listed in local plans was conducted. Although local plans identify specific projects, they are not specifically included in this list unless they are part of a Statewide project or State infrastructure project because of the sheer numbers of projects proposed. A methodology for prioritizing those projects for funding will be outlined in a later section.

The Montana Disaster and Emergency Services organization is broken into six geographical districts (see **Figure 4.1-1**). Each district has a state District Representative who acts as a liaison between the state office and the local coordinators. These District Representatives coordinated the effort in determining the mitigation priorities for their districts. The priority actions for each district are identified in the potential actions that follow. [To be completed by 9/23/04]. Although, the priorities will not dictate what types of projects are funded, they may help to focus some of the State agencies and demonstrate to our federal, state, local, and tribal partners what the key mitigation activities in the various regions of Montana are.

Figure 4.1-1 Montana Disaster & Emergency Services Districts



Goal 1: Maximize the use of mitigation actions that prevent losses from all hazards.

Objective 1.1: Continuously improve hazard assessments and the associated evaluation of vulnerabilities from all hazards.

Types of potential actions:

- Provide easily accessible GIS databases of hazard information to emergency managers
- Provide easily accessible GIS databases of assets and populations to emergency managers
- Continue studies of individual hazards
- Conduct Level 1 HAZUS-MH analyses for all Montana counties
- Improve Statewide HAZUS data
- Determine GPS locations of all State buildings for detailed, non-public analysis
- Conduct a non-public hazard assessment that utilizes specific State building locations and infrastructure locations to be used for mitigation actions and homeland security purposes

Objective 1.2: Increase the public awareness of hazards.

Types of potential actions:

- Develop State and local mitigation outreach plans
- Conduct mitigation education in school programs
- Promote earth science education of hazards in schools

Objective 1.3: Enable every citizen in Montana to receive critical warning information immediately no matter where he/she is.

Types of potential actions:

- Conduct a Statewide warning capability assessment
- Develop a Statewide All-Hazard Emergency Alert System (EAS) plan
- Develop a Satellite based warning system
- Enhance the National Weather Service (NWS) EWarn system
- Install technical siren systems
- Install EAS encoders/decoders at dispatch centers
- Place NOAA weather radios in critical facilities
- Provide NOAA weather radio education
- Expand and upgrade NOAA weather radio transmitters
- Develop Reverse 911 systems
- Promote real-time internet information systems

Objective 1.4: Increase readiness for the protection of life and property during an event.

Types of potential actions:

- Develop evacuation plans
- Identify and establish shelters
- Place generators and/or hook-ups at critical facilities
- Develop safe zones and shelter-in-place standards

Goal 2: Increase the State's capability to provide mitigation opportunities.

Objective 2.1: Motivate the public, private sector, and government agencies to mitigate against the effects of hazards.

Types of potential actions:

- Conduct mitigation training
- Document mitigation successes
- Explore economic incentives for mitigation

Objective 2.2: Coordinate and establish priorities for hazard mitigation projects at all levels in the State of Montana.

Types of potential actions:

- Continue outreach of mitigation project funding opportunities
- Provide technical assistance with the environmental review process
- Provide technical assistance for project development

Objective 2.3: Create a unified mitigation community.

Types of potential actions:

- Increase the scope and participation of the State Hazard Mitigation Team
- Develop a network for sharing programmatic procedures for new programs, successes, and lessons learned
- Create MOU's between mitigation players

Objective 2.4: Promote mitigation through supportive legislation and funding.

Types of potential actions:

- Streamline mitigation standards in state and/or local subdivision regulations
- Create a funding mechanism that allows for mitigation programs to "start up" yet allows for sustaining the momentum generated in existing programs
- Strengthen state and/or local building codes
- Require growth policies consider natural and man-made hazard
- Develop land use and growth policies that prevent development in high hazard areas
- Support recreational or conservation land use in high hazard areas
- Create zoning ordinances that restrict development of hazard areas
- Develop stormwater management regulations
- Create a state funded grant program to assist with the 25% match for local governments
- Adopt FEMA's Disaster Resistant Universities model as policy for the entire Montana University System
- Implement FEMA's Disaster Resistant Universities guidelines at the Montana State University, Bozeman Campus

Objective 2.5: Support mitigation planning at all levels.

Types of potential actions:

- Provide technical assistance to local governments
- Continue mitigation planning training courses
- Coordinate local plan development
- Provide technical assistance with hazard mapping for rural communities without GIS capabilities

- Encourage the assignment of an Emergency Response Planning and Disaster Prevention Coordinator at each Montana University System unit

Goal 3: Mitigate the potential loss of life and property from flooding.

Objective 3.1: Increase the public awareness of flood mitigation.

Types of potential actions:

- Provide flood insurance education
- Educate home and business owners on utility tie-downs
- Support real estate disclosures

Objective 3.2: Reduce the number of current and future structures in the floodplain.

Types of potential actions:

- Acquire structures or land in the floodplain
- Elevate structures in the floodplain
- Relocate structures in the floodplain
- Obtain conservation easements for land in the floodplain
- Develop stricter local floodplain ordinances
- Fully fund local floodplain managers

Objective 3.3: Prevent flooding of structures and infrastructure from inadequate storm drainage and poorly designed irrigation waterways.

Types of potential actions:

- Develop flood resistant landscape guidelines (berms, ponds, irrigation ditches, etc.)
- Develop driveway/private road bridge and culvert guidelines
- Install or upgrade culverts
- Conduct streambank restorations
- Install backflow valves
- Install or upgrade storm drains
- Elevate roadways (from Valley County plan¹)
- Create water retention basins
- Upgrade bridges that inhibit water flow
- Develop irrigation system guidelines

Objective 3.4: Provide adequate warning of flooding events.

Types of potential actions:

- Install river warning systems
- Install real-time automated river gauges
- Map burn areas and provide to NWS
- Link critical information in real-time to dispatch centers
- Develop and exercise emergency response plans that focus on mitigating the loss of life and property

Objective 3.5: Improve the effectiveness of flood insurance programs.

Types of potential actions:

- Provide flood insurance education
- Develop mapping for unmapped flood prone areas
- Update floodplain mapping of mapped areas

¹ Valley County, Montana Pre-Disaster Mitigation Plan, Valley County, Montana by Maxim Technologies, Inc., September 2003.

- Provide outreach and technical assistance in joining the NFIP Community Rating System for reducing flood insurance premiums

Objective 3.6: Reduce the risk of dam or levee failure.

Types of potential actions:

- Remove high hazard, inadequate flood control structures
- Repair dams and levees
- Install dam failure alert systems (from Sheridan County plan²)

² Sheridan County, Montana Pre-Disaster Mitigation Plan, Sheridan County, Montana by Maxim Technologies, Inc., September 2003.

Goal 4: Reduce the community impacts of wildland and rangeland fires.

Objective 4.1: Reduce fuels in the wildland urban interface (WUI).

Types of potential actions:

- Develop funded homeowner fuel reduction programs
- Educate land owners in fuel reduction
- Conduct controlled burns
- Reduce forest fuels
- Streamline the permitting process for fuel reduction
- Reduce fuels along ingress and egress roadways
- Conduct fuel reduction in utility right-of-ways
- Work with insurance industry to provide mitigation incentives
- Promote Firewise building and land use standards
- Integrate air quality standards with fuel reduction

Objective 4.2: Reduce hazardous fuels in the rangeland areas.

Types of potential actions:

- Conduct fuel reduction on CRP acreage
- Educate farmers, ranchers, and homeowners on specific rangeland fire problems
- Create "fire break" networks (from Daniels³, Sheridan², and Valley¹ County plans)
- Develop ordinances restricting CRP acreage near communities (from Sheridan County plan²)
- Remove hazardous abandoned buildings (from Sheridan² and Valley¹ County plans)
- Conduct weed control/mowing along railroads (from Valley County plan¹)

Objective 4.3: Accurately assess and address the current wildland urban interface (WUI) problems at the subdivision level.

Types of potential actions:

- Develop county fire protection plans
- Coordinate with federal and state land management agencies
- Require water supply systems in existing subdivisions
- Centralize fire history documentation
- Develop a consistent Statewide fire risk assessment system

Objective 4.4: Discourage unsustainable growth in wildland hazard areas.

Types of potential actions:

- Promote non-residential land uses of WUI areas
- Develop stronger subdivision regulations
- Enforce water supply requirements
- Promote fire-resistant building materials
- Enforce emergency access regulations
- Develop sprinkler system programs
- Promote real estate disclosures
- Require adequate and safe road design in WUI areas
- Promote Firewise standards for buildings and land use

³ Daniels County, Montana Pre-Disaster Mitigation Plan, Daniels County, Montana by Maxim Technologies, Inc., July 2003.

Goal 5: Reduce potential earthquake losses in Western Montana.

Objective 5.1: Strengthen existing residential, commercial, and government structures.

Types of potential actions:

- Conduct site evaluations of critical facilities
- Coat windows in schools and critical facilities with shatter resistant films
- Conduct non-structural mitigation in schools and hospitals such as equipment/furniture straps
- Conduct non-structural and structural retrofits of government buildings, particularly critical facilities
- Create residential and business retrofit programs

Objective 5.2: Provide for earthquake resistance in new construction.

Types of potential actions:

- Provide greater enforcement of current building codes
- Develop model seismic building codes
- Map earthquake risk zones and faults at the local government scale (from Silver Bow County plan⁴)
- Create stronger building standards for critical facilities and structures housing vulnerable populations

Objective 5.3: Educate the public in earthquake mitigation and readiness.

Types of potential actions:

- Require earthquake drills in schools in Western Montana
- Educate the public on household tie downs of heavy items and furniture
- Encourage workplace earthquake drills in Western Montana
- Expand and upgrade earthquake monitoring network and reporting capabilities
- Continue "Earthquake Preparedness Month" outreach activities during the month of October
- Continue presentations and distribution of earthquake awareness materials

Objective 5.4: Harden State and community infrastructure from seismic hazards.

Types of potential actions:

- Retrofit bridges and overpasses for seismic stability
- Retrofit public utility systems for seismic resistance
- Install public utility shut off valves
- Conduct seismic evaluations of dams (from Sheridan County plan²)
- Educate transportation and utility employees on seismic hazards (from Broadwater County plan⁵)

⁴ Silver Bow County, Montana Hazard Mitigation Plan, Silver Bow County, Montana by Big Sky Hazard Management, February 2004.

⁵ Broadwater County, Montana Hazard Mitigation Plan, Broadwater County, Montana by Big Sky Hazard Management, January 2004.

Goal 6: Minimize economic impacts of drought.

Objective 6.1: Educate farmers and ranchers in fiscally preventing drought losses.

Types of potential actions:

- Improve drought insurance options for agriculture
- Educate farmers on drought resistant crops

Objective 6.2: Educate farmers and ranchers in reducing physical losses during dry seasons.

Types of potential actions:

- Promote water conservation measures
- Promote soil erosion prevention measures
- Develop a system for distributing information on current conditions

Objective 6.3: Improve drought monitoring and assessments.

Types of potential actions:

- Continue to support the State Drought Advisory Committee
- Install Statewide drought monitoring stations
- Continue support of Local Drought Advisory Committees
- Use long-term groundwater monitoring to assess drought conditions

Goal 7: Reduce impacts from severe winter weather.

Objective 7.1: Increase public awareness of winter weather hazards.

Types of potential actions:

- Distribute winter driving and survival tips
- Promote disaster supply kits for homes and cars
- Encourage landscape/tree trimming near power lines

Objective 7.2: Increase community capabilities to mitigate the loss of life.

Types of potential actions:

- Develop special needs population plans
- Develop sheltering-in-place plans
- Upgrade or bury power lines
- Identify critical infrastructure susceptible to extreme cold conditions

Goal 8: Encourage mitigation of potentially devastating but historically less frequent hazards.

Objective 8.1: Identify and reduce potential losses from landslides and avalanches.

Types of potential actions:

- Identify and map areas of greatest landslide and avalanche potential
- Use landslide and avalanche mapping in infrastructure and subdivision reviews
- Conduct proactive scaling and reducing of back slopes
- Create a landslide/avalanche technical committee (from Silver Bow County plan⁴)

Objective 8.2: Mitigate spills of hazardous materials from fixed and mobile sources.

Types of potential actions:

- Enforce hazardous materials reporting standards for fixed facilities
- Install hazardous materials drains and catch basins at problem spots near waterways
- Install security measures near fixed hazardous materials facilities
- Enhance information capability on types of hazardous materials traveling transportation routes

Objective 8.3: Prevent acts of terrorism, violence, and civil unrest.

Types of potential actions:

- Support the mitigation related goals, objectives, and actions of the Montana Homeland Security Strategic Plan⁶
- Increase security of critical facilities

⁶ Montana's Homeland Security Strategic Plan, Montana Department of Military Affairs, Disaster and Emergency Services, December 17, 2003.

Proposed Statewide Initiatives

Many of the projects proposed are the types of projects that are implemented at the local level. Some, however, are statewide in nature and would be implemented by state agencies. An implementation plan for those projects follows in **Table 4.1-1**. Specific priorities will be developed when projects are considered for funding as documented in the Project Prioritization section. Otherwise, the highest priority actions are listed by District in the previous section.

Table 4.1-1 Plan Implementation for Proposed Projects

Project	Objective	Lead Agency	Funding Source
Provide easily accessible GIS databases of hazard information to emergency managers	1.1	DES, Montana State Library	Existing budget or grant
Provide easily accessible GIS databases of assets and populations to emergency managers	1.1	DES, Montana State Library	Existing budget or grant
Conduct Level 1 HAZUS-MH analyses for all Montana counties	1.1	DES	PDM or HMGP grant
Improve Statewide HAZUS data	1.1	USGS, DES	Existing budget or grant
Determine GPS locations of all State buildings for detailed, non-public analysis	1.1	Department of Administration, DES	Existing budget or grant
Conduct a non-public hazard assessment that utilizes specific State building locations and infrastructure locations to be used for mitigation actions and homeland security purposes	1.1	DES	Homeland Security, PDM, or HMGP grant
Develop State mitigation outreach plans	1.2	DES	Existing budget
Promote earth science education of hazards in schools	1.2	Office of Public Instruction	Existing budget
Conduct a Statewide warning capability assessment	1.3	DES	PDM, HMGP, or Homeland Security grant
Develop a Statewide All-Hazard Emergency Alert System (EAS) plan	1.3	DES	PDM, HMGP, or Homeland Security grant
Promote real-time internet information systems	1.3	DES, NWS	Existing budgets
Conduct mitigation training	2.1, 2.5	DES, FEMA	Existing budgets
Document mitigation successes	2.1	DES, DNRC	Existing budgets
Continue outreach of mitigation project funding opportunities	2.2	DES, DNRC	Existing budgets
Provide technical assistance with the environmental review	2.2	DES, DNRC, DEQ, FWP, Montana	Existing budgets

process		Historical Society, FEMA	
Provide technical assistance for project development	2.2, 2.5	DES, DNRC	Existing budgets
Increase the scope and participation of the State Hazard Mitigation Team	2.3	DES	Existing budgets
Streamline mitigation standards in state and/or local subdivision regulations	2.4	Legislature, DES	Existing budgets
Strengthen state and/or local building codes	2.4	Legislature, Department of Labor and Industry, DES	Existing budgets
Require growth policies consider natural and man-made hazard	2.4	Legislature, DES	Existing budgets
Create a state funded grant program to assist with the 25% match for local governments	2.4	Legislature, DES	State funds
Adopt FEMA's Disaster Resistant Universities model as policy for the entire Montana University System	2.4	Commissioner of Higher Education	Existing budget or grant
Implement FEMA's Disaster Resistant Universities guidelines at the Montana State University, Bozeman Campus	2.4	Montana State University	Existing budget or grant
Coordinate local plan development	2.5	DES	Existing budget
Provide technical assistance with hazard mapping for rural communities without GIS capabilities	2.5	DES	Existing budget or grant
Encourage the assignment of an Emergency Response Planning and Disaster Prevention Coordinator at each Montana University System unit	2.5	Commissioner of Higher Education	Existing budget
Map burn areas and provide to NWS	3.4	DNRC - Forestry Division, USFS	Existing budget
Develop mapping for unmapped flood prone areas	3.5	DNRC - Water Resources Division, FEMA	NFIP Map Modernization Funding
Update floodplain mapping of mapped areas	3.5	DNRC - Water Resources Division, FEMA	NFIP Map Modernization Funding
Provide outreach and technical assistance in joining the NFIP Community Rating System for reducing flood insurance premiums	3.5	DNRC - Water Resources Division, FEMA	Existing budgets, CAP grant
Centralize fire history	4.3	DNRC - Forestry	Existing budgets or

documentation		Division, USFS	grant
Develop a consistent Statewide fire risk assessment system	4.3	DNRC – Forestry Division, USFS	Existing budgets or grant
Provide greater enforcement of current building codes	5.2	Department of Labor and Industry	Existing budget
Develop model seismic building codes	5.2	Department of Labor and Industry	Existing budget or grant
Create stronger building standards for critical facilities and structures housing vulnerable populations	5.2	Legislature, Department of Labor and Industry	Existing budget or grant
Require earthquake drills in schools in Western Montana	5.3	Legislature, Board of Public Education	Existing budgets
Expand and upgrade earthquake monitoring network and reporting capabilities	5.3	Montana Bureau of Mines and Geology	Existing budget or grant
Continue “Earthquake Preparedness Month” outreach activities during the month of October	5.3	DES	Existing budget
Educate transportation and utility employees on seismic hazards	5.4	Department of Transportation, Public Service Commission	Existing budget or grant
Develop a system for distributing information on current conditions	6.2	Montana Drought Advisory Committee	Existing budget or grant
Continue to support the State Drought Advisory Committee	6.3	Legislature	Existing budget
Install Statewide drought monitoring stations	6.3	Montana Drought Advisory Committee, USDA	Grant
Use long-term groundwater monitoring to assess drought conditions	6.3	Montana Drought Advisory Committee, NWS, USDA	Existing budgets or grant
Distribute winter driving and survival tips	7.1	DES	Existing budget or grant
Identify and map areas of greatest landslide and avalanche potential	8.1	TBD	Grant
Create a landslide/avalanche technical committee	8.1	Legislature, DES	Existing budget
Enhance information capability on types of hazardous materials traveling transportation routes	8.2	Department of Transportation	Existing budget or grant
Support the mitigation related goals, objectives, and actions of the Montana Homeland Security Strategic Plan	8.3	DES	Existing budget or grant

4.2 MITIGATION FUNDING SOURCES

Funding for mitigation projects can come from a multitude of sources. Some sources may be specifically designed for disaster mitigation activities, while others may have another overarching purpose that certain mitigation activities may qualify for. The majority of the funding sources are recurring through legislation or continued funding. Some, however, may be from an isolated instance of financial support. Whenever possible, creative financing is encouraged. Often, additional funding sources are found through working with other agencies or businesses to identify common or complementary goals and objectives.

Current Mitigation Funding

Presently, mitigation in Montana is funded through a number of sources, primarily federal. These sources, though, are often met with a match of in-kind services. A description of each of the sources can be found in **Table 4.2-1**.

Table 4.2-1 Current Mitigation Funding Sources

Name	Description	Agency	Typical Funding
Community Assistance Program (CAP)	Provides funding to States to assist communities in complying with NFIP requirements. Managed by Montana DNRC.	FEMA, NFIP	\$95,000 per year
Dam Safety Program	Provides funding to the State to promote dam safety through emergency action plans and exercises. Managed by Montana DNRC.	FEMA, State	\$117,000 per year federal and \$106,000 per year state
Flood Mitigation Assistance Program (FMA)	Provides pre-disaster funding for repetitive flood loss property reduction. Since many homeowners are not interested in these opportunities, often the funds go unused. Managed by Montana DNRC.	FEMA	About \$100,000 per year
Hazard Mitigation Grant Program (HMGP)	Provides post-disaster mitigation funding. Managed by Montana DES.	FEMA	\$132,477 average per year, \$298,073 average per disaster
Homeland Security Grants	Through multiple grants, provides funding for homeland security activities identified in the state and local strategic plans. Some projects can be considered mitigation. Managed by Montana DES.	DOJ, DHS	\$45M over past 3 years including \$1M for planning and \$6.5M for security and prevention
Map Modernization Program	Provides funding to establish or update floodplain mapping. Managed by Montana DNRC.	FEMA, NFIP	\$30,000 for Phase 1 in 2003
National Fire Plan (NFP)	Provides pre-disaster funding for primarily wildland fire mitigation, but also planning for all hazards. Managed by DNRC.	US Land Management Agencies	\$3M in 2003, \$89K in 2004
Pre-Disaster Mitigation Competitive Grants (PDM-C)	Provides grants through a competitive process for specific mitigation projects, including planning. Managed by Montana DES.	FEMA	\$19,500 in first year
Pre-Disaster Mitigation Program (PDM)	Provides pre-disaster funding for mitigation planning and projects. Managed by Montana DES.	FEMA	\$520,000 in Fiscal Years 2002 & 2003
Reclamation and Development Grants	Provides funding from the interest income of the Resource Indemnity Trust Fund to	State, DNRC	\$3,000,000

Program	local governments for dam safety and other water related projects. Managed by DNRC.		
Public Assistance (PA)	Following a disaster, funds can be used to mitigate hazards when repairing damages to a public structure or infrastructure. Managed by Montana DES.	FEMA/State	N/A
Individual Assistance (IA)	Following a disaster, funds can be used to mitigate hazards when repairing individual and family homes.	FEMA/State	N/A

Other Potential Mitigation Funding

Additional funding sources may exist that can be used to advance mitigation priorities. These sources, although, not explicitly used for mitigation, can be used to fund certain mitigation activities. In the future, these funding sources will be pursued whenever possible. In some cases, these funding sources have been used in the past and are currently being used in some local communities. A list of alternative funding sources can be found in **Table 4.2-2**.

Table 4.2-2 Alternative Mitigation Funding Sources

Name	Description	Agency
AmeriCorps	Provides funding for volunteers to serve communities, including disaster prevention.	Corporation for National & Community Service
CDBG	Often following a disaster, the state will receive a CDBG Supplement intended to do mitigation projects in the affected areas. In this instance, DES coordinates with the MT Dept of Commerce.	Montana Department of Commerce
Clean Water Act Section 319 Grants	Provides grants for a wide variety of activities related to non-point source pollution runoff mitigation.	EPA
EDA Grants and Investments	Invests and provides grants for community construction projects, including mitigation activities	US Department of Commerce, Economic Development Administration
Emergency Watershed Protection	Provides funding and technical assistance for emergency measures such as flood plain easements in impaired watershed.	NRCS
Environmental Quality Incentives Program	Provides funding and technical assistance to farmers and ranchers to promote agricultural production and environmental quality as compatible goals.	NRCS
HUD Grants	Provides a number of grants related to safe housing initiatives.	US Department of Housing and Urban Development (HUD)
National Wildlife Wetland Refuge System	Provides funding for the acquisition of lands into the	US Fish, Wildlife, & Parks

	federal wildlife refuge system.	
North American Wetland Conservation Fund	Provides funding for wetland conservation projects.	US Fish, Wildlife, & Parks
NRCS Conservation Programs	Provides funding through a number of programs for the conservation of natural resources.	USDA, NRCS
Partners for Fish and Wildlife	Provides financial and technical assistance to landowners for wetland restoration projects in Focus Areas of the state.	US Fish, Wildlife & Parks
Planning Assistance to States	Provides assistance to States in the planning for the development, utilization, and conservation of water and related land resources.	USACE
Renewable Resource Development Grant	Provides funding to protect, conserve, or develop renewable resources, including water.	Montana DNRC, Conservation and Resource Development Division
Rural Development Grants	Provides grants and loans for infrastructure and public safety development and enhancement in rural areas.	USDA, Rural Development
Rural Fire Assistance Grant (RFA)	Funds fire mitigation activities in rural communities	National Interagency Fire Center
SBA Pre-Disaster Mitigation Loan Program	Provides low-interest loans to small businesses for mitigation projects.	US Small Business Administration (SBA)
Small Flood Control Projects	Authority of USACE to construct small flood control projects.	USACE
Streambank & Shoreline Protection	Authority of USACE to construct streambank stabilization projects.	USACE
Wetland Program Development Grants (WPDGs)	Provides funding for studies related to water pollution prevention.	EPA

These lists of potential funding sources are certainly not all inclusive. Many opportunities for mitigation funding exist both in the public and private sectors. New funding mechanisms are constantly being created while others are drying up. The funding sources targeted will depend on the specific project needing to be financed. Through continuous creativity and research, opportunities for mitigation in Montana will continue.

4.3 STATE CAPABILITY ASSESSMENT

Montana is a large, diverse state. From the mountainous areas of the west to the open plains in the east, our state varies in climate, terrain, and hazards from one area to the next. This diversity is both an asset and a challenge when it comes to mitigation. The challenges of mitigation in a diverse state arise because what may work in one community may not work in another and priorities may vary significantly from county to county. This variety of priorities and projects, however, allows for local governments to ultimately decide what mitigation their community really needs. This process encourages creativity, effectiveness, and high levels of local involvement when it comes to mitigation projects. With this perspective in mind, mitigation is driven by the local governments in Montana. They typically initiate, develop, and implement mitigation projects.

The state still plays an important role in creating opportunities, coordinating, and supporting mitigation actions. At the state level, mitigation is achieved by a number of departments in a variety of ways. Montana does not have one central mitigation office. Floodplain and fire issues are handled by different divisions within the Department of Natural Resources and Conservation while much of the mitigation grant funding is managed by the Disaster and Emergency Services Division of the Department of Military Affairs. Again, this diversity can sometimes be a challenge, however, involving multiple agencies in mitigation allows for the integration of mitigation into other programs and active participation across state government.

State Mitigation Structure

State Hazard Mitigation Officer (SHMO)

The SHMO in Montana is part of the Department of Military Affairs, Disaster and Emergency Services Division (DES). This SHMO is the only full time employee devoted to mitigation in Disaster and Emergency Services. A part-time employee also assists the SHMO in managing the HMGP program. The Earthquake Program within DES is coordinated by the Public Information Officer. A landmark partnership has been developed between the Department of Interior, Bureau of Land Management and Montana Disaster and Emergency Services. Both agencies share similar requirements for mitigation planning. The Pre-Disaster Mitigation planning requirements are quite similar to the Community Fire Protection Plan requirements. Therefore, a joint venture between the two organizations has been recognized with additional personnel support for fire mitigation being proposed to integrate the two similar efforts. Presently, the essential responsibilities of the SHMO include:

- Coordinate the Pre-Disaster Mitigation and Hazard Mitigation Grant Programs
- Maintain the Montana Hazard Mitigation Plan
- Maintain the Montana Hazard Mitigation Administrative Plan
- Review local mitigation plans
- Provide mitigation training to state and local officials
- Develop mitigation partnerships
- Lead the State Hazard Mitigation Team

State Floodplain Management and Dam Safety

The Department of Natural Resources and Conservation (DNRC), Water Resources Division coordinates the National Flood Insurance Program and the associated Community Assistance Program, Flood Mitigation Assistance Grant, and Community Rating System (CRS) in Montana. The Dam Safety Program is also coordinated by the DNRC and includes the management of 92 dams within the state.

State Fire Prevention and Education

The Department of Natural Resources and Conservation (DNRC), Forestry Division coordinates the fire mitigation programs in the State of Montana, including the National Fire Plan. The National Fire Plan and associated mitigation programs are managed by one full-time employee and two part-time employees funded by federal grants. DNRC protects 50 million acres of state and private forest and watershed lands.

Homeland Security

The Montana Homeland Security Task Force, chaired by Montana Disaster & Emergency Services (DES), is the key organization coordinating homeland security programs in Montana. Many agencies from across the state are represented on this task force. The Montana Homeland Security Strategic Plan addresses the mitigation opportunities for homeland security. Through this plan, mitigation from terrorism events is coordinated by the Homeland Security staff within DES.

State Hazard Mitigation Team (SHMT)

The SHMT is a team of state and local officials called upon by the SHMO or Governor's Authorized Representative (GAR) when needed for additional mitigation support. Typically, this additional support is requested following a Presidential Disaster Declaration. The responsibilities of the SHMT include:

- Participating in planning meetings and report development
- Survey post-disaster damage areas and potential project sites
- Coordinate mitigation activities for their agency
- Assist with project selection and development

Pre-Disaster Mitigation Policies, Programs, and Capabilities

Pre-disaster mitigation programs are the cornerstone of mitigation in Montana. Preventing disasters before they occur and not just after they happen is essential to mitigating losses. Historically, Montana has not had a disaster that results in millions of dollars in HMGP funds. Therefore, the pre-disaster mitigation programs are heavily relied on for mitigation funding.

Pre-Disaster Mitigation Program

The Pre-Disaster Mitigation Program is now beginning to make an impact in Montana. As of August 2004, 45 of our 56 counties and two tribes are participating in developing Pre-Disaster Mitigation Plans with more interest being continuously generated. Five counties and one tribe have already been approved by FEMA. Seven others are currently in review

or going through future development. In addition to the planning efforts, in 2003, a \$19,500 project creating an Un-Interruptible Power Supply in Petroleum County was approved under the Pre-Disaster Mitigation Competitive program. This program is just beginning to take shape in Montana. Six training sessions in the DMA 2000 planning regulations have been conducted to date. **Figure 4.3-1** shows the planning status of counties in Montana.

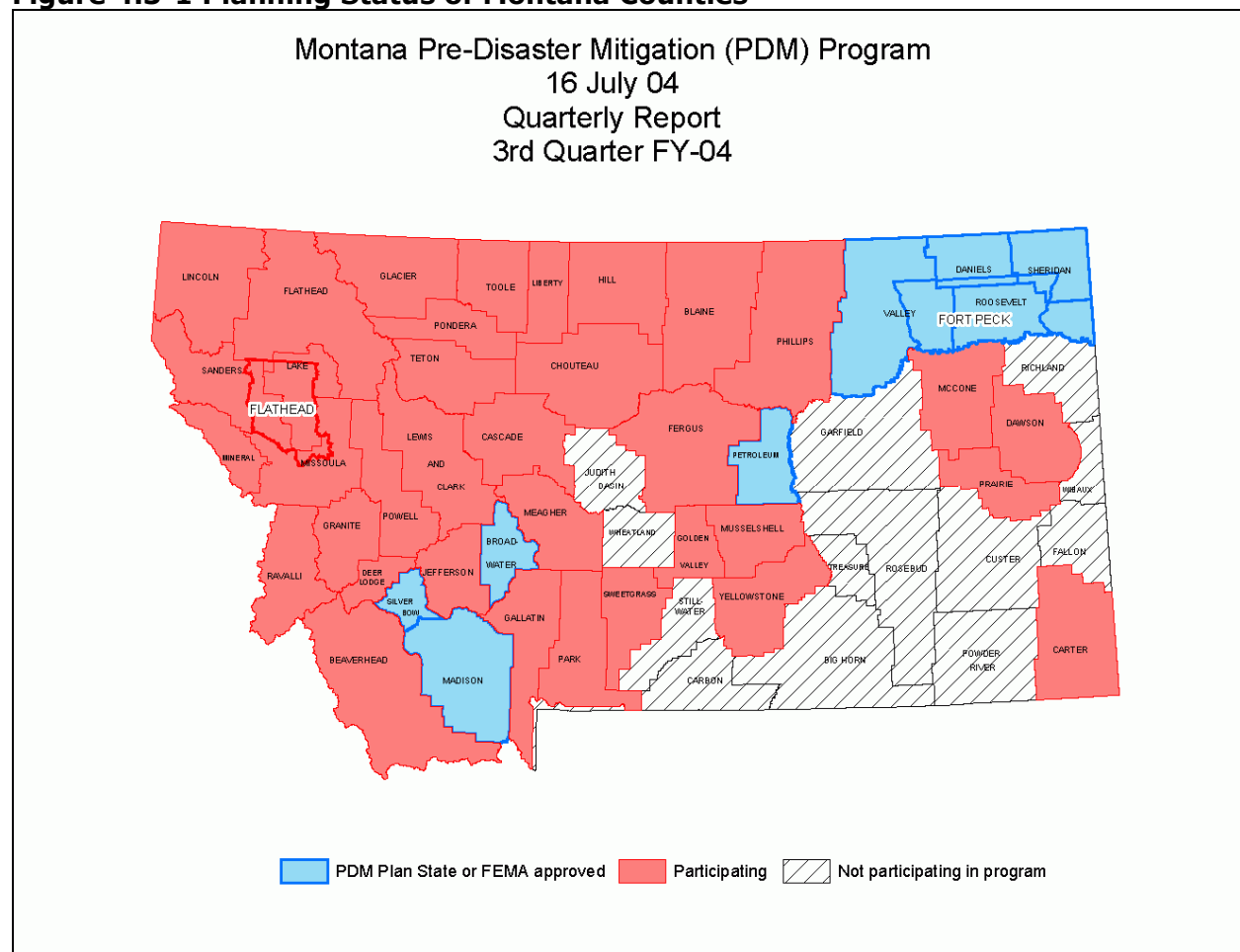
Capabilities:

- Once established, the PDM program has elicited a high participation rate by Montana counties.
- Alternative sources of funding have been identified at the state and local levels to support this program.

Limitations:

- Only one person is devoted to reviewing plans and projects and providing training for this program.
- At times, more counties have been interested in participating than funding available.

Figure 4.3-1 Planning Status of Montana Counties



Earthquake Program

This program, coordinated by the DES Public Information Officer, is primarily a public education and outreach program. Each October is Earthquake Preparedness Month in Montana, and media outlets inform residents of preparedness and mitigation techniques they can take. Briefings and training sessions have also been conducted through this program. The HMGP program has funded earthquake mitigation projects in coordination with the strides made by this program.

Capabilities:

- Coordinating this program with the Public Information Officer position allows for extensive earthquake preparedness outreach.

Limitations:

- Specific funding for mitigation projects is not present at the state level through this program.
- Only a limited amount of time can be devoted to this program as it is managed by an employee with additional responsibilities.

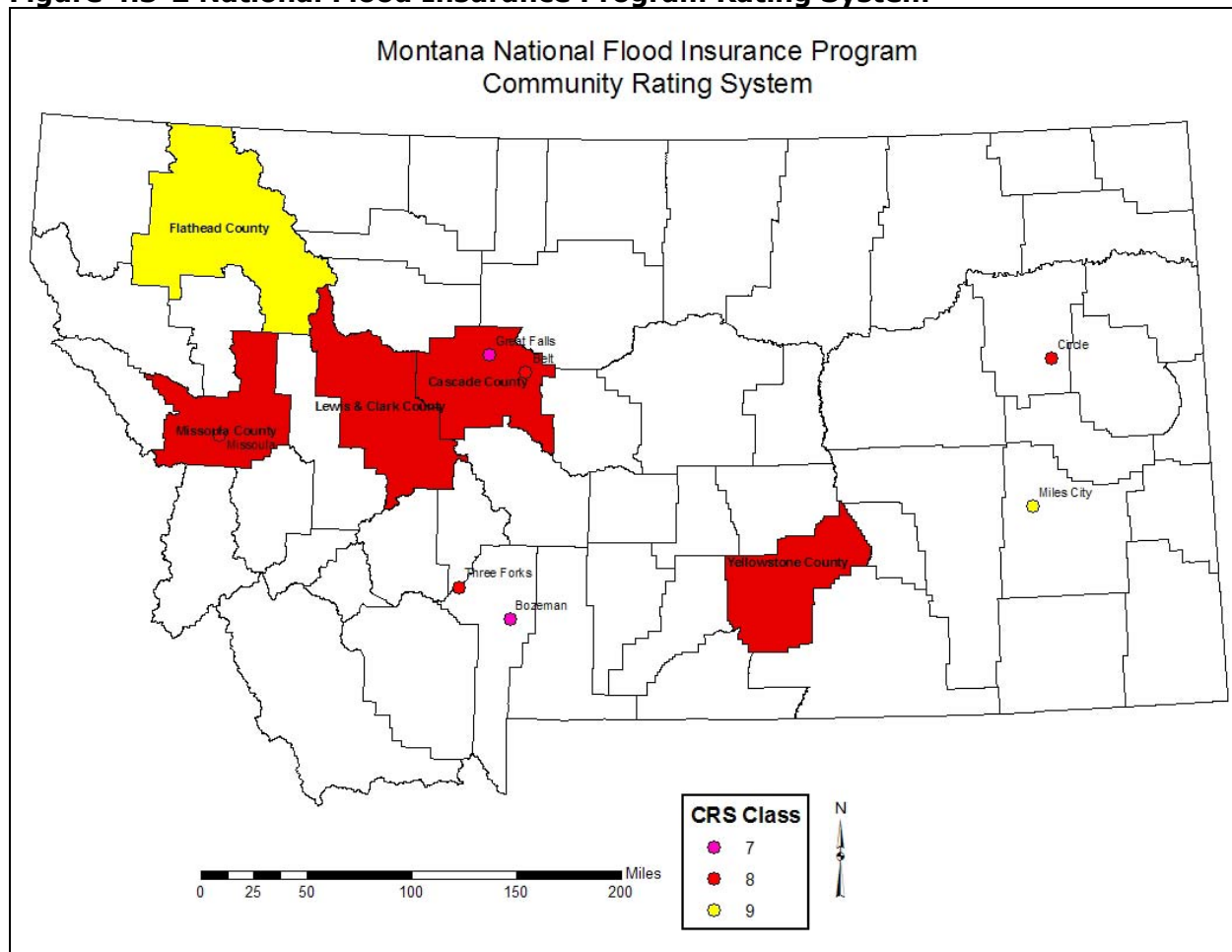
National Flood Insurance Program (NFIP) and Community Rating System (CRS)

Through funding from the Community Assistance Program, the State NFIP is coordinated by the Department of Natural Resources and Conservation. 126 out of 134 communities in Montana participate in the National Flood Insurance Program. Twelve of those communities participate in the CRS program and can be found in **Table 4.3-1** and **Figure 4.3-2**. Those communities that have an identified flood hazard but are not part of the NFIP can be found in **Table 4.3-2** and **Figure 4.3-3**.

Table 4.3-1 Community Rating System (CRS) Participating Communities⁷

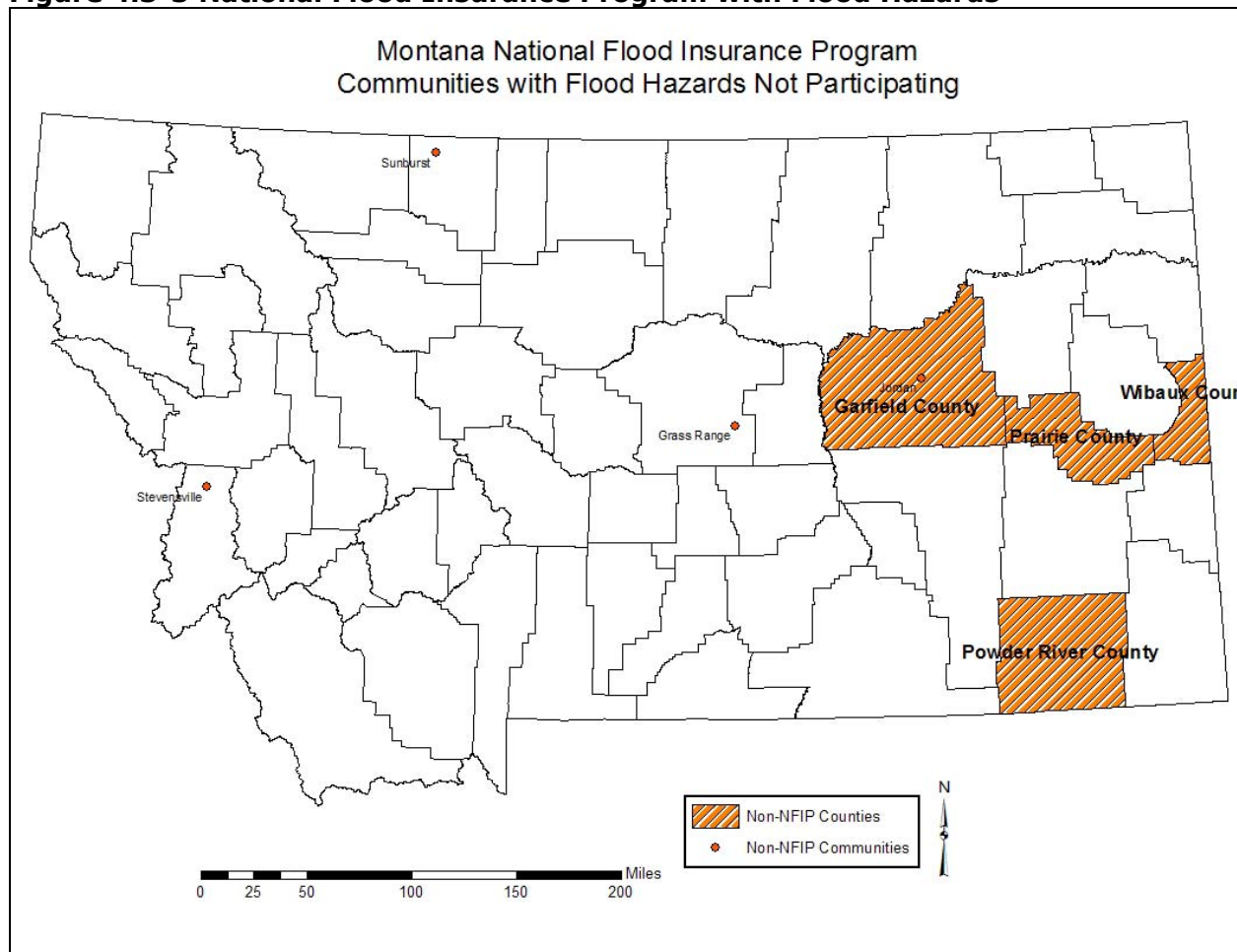
Community	CRS Class
City of Bozeman	Class 7
City of Great Falls	Class 7
Town of Belt	Class 8
Cascade County	Class 8
Town of Circle	Class 8
Lewis & Clark County	Class 8
Missoula County	Class 8
City of Missoula	Class 8
Town of Three Forks	Class 8
Yellowstone County	Class 8
Flathead County	Class 9
City of Miles City	Class 9

⁷ National Flood Insurance Program Community Status Book, Federal Emergency Management Agency, Federal Insurance Administration, Washington, DC, August 18, 2004.

Figure 4.3-2 National Flood Insurance Program Rating System**Table 4.3-2 Communities with Flood Hazard Areas Not Participating in the NFIP⁸**

Community	Effective Date
Garfield County	03/20/1980
Town of Grass Range	09/21/1993
Town of Jordan	06/27/1976
Powder River County	05/15/1980
Prairie County	05/08/1980
City of Stevensville	09/07/1999
Town of Sunburst	01/10/1976
Wibaux County	03/04/1988

⁸ National Flood Insurance Program Community Status Book, Federal Emergency Management Agency, Federal Insurance Administration, Washington, DC, August 18, 2004.

Figure 4.3-3 National Flood Insurance Program with Flood Hazards

Since 1978, over \$5 million has been paid out in flood insurance claims in the State of Montana, and as of December 2003, over 3,000 policies existed insuring over \$350 million in property. This program, specifically managed at the local level, is supported by the State Floodplain Manager, part of the Department of Natural Resources and Conservation, Water Resources Division.

Capabilities:

- Allows the State to assist counties and cities with floodplain problems.
- The majority of Montana lands are regulated as part of the NFIP.

Limitations:

- Very little funding is available for NFIP education.
- Counties and cities are limited in staffing. Often the local floodplain manager has multiple duties and only issues one or two floodplain permits a year.
- Local floodplain managers, because of their other duties and infrequent floodplain development, often have very little training in the NFIP.

Map Modernization Program

The Map Modernization program is a funded initiative put in place by Congress to update floodplain mapping across the country. In Montana, this program is being implemented in three phases. The first phase at \$30,000 is to develop a business plan for the state's map modernization program. Phase 2, in the application stages for \$90,000 currently, is to add an employee to manage the program. Phase 3 is to actually map new areas and digitize existing maps. This program is managed by the Department of Natural Resources and Conservation, Water Resources Division.

Capabilities:

- Nationally, Congress has allocated a significant amount of funding for this initiative.
- Currently, the program does not require State match which eliminates the greatest limitation in similar programs.

Limitations:

- Montana is not as competitive as other states for national flood funding due to our low population and historic damages.
- With the State population increasing and explosive growth in some place, the mapping is often outdated and cannot keep up with the growth.
- To maximize the continuity of the program, state funding is needed to supplement the federal funding.

Flood Mitigation Assistance Program

In a typical year, about \$100,000 in FMA funds are dedicated to Montana, however, most of these funds typically go unspent due to a lack of homeowner interest in the program. This program restricts mitigation activities to NFIP repetitive loss properties. With only XX repetitive loss properties in Montana, a limited number of opportunities exist, and many of those opportunities are lost with the 25% match requirement.

Capabilities:

- The program is focused on the most vulnerable structures based on flood insurance losses.

Limitations:

- The 25% match is a barrier for most homeowners.
- With the program being restricted to repetitive loss properties, relatively few opportunities for mitigation exist.

National Fire Plan & Fire Prevention

The fire mitigation programs coordinated by the State go through the Department of Natural Resources and Conservation, Forestry Division. One full-time and two half time employees coordinate the National Fire Plan funding from the US Forest Service and other related prevention and education programs. A State Steering Committee assists with making decisions for the program.

Capabilities:

- The potential for significant mitigation funding exists, if the projects are selected for this nationally competitive program.

- Other federal land management agencies have similar funding sources available and work to complete fire mitigation projects directly with the local communities.
- State fire suppression costs can be used as match for these federal grants.
- The National Fire Plan program has created a well-coordinated mitigation system for planning and projects at the state level.
- Numerous partnerships have been and continue to be developed through this program.

Limitations:

- Funding for fire mitigation can vary greatly from year to year due to the competitive nature of the program. No baseline funding exists for fire mitigation.
- The State of Montana does not have a state funded fire mitigation initiative.

Dam Safety Program

The dam safety program oversees and regulates the major, non-federal or tribal dams in Montana. Ninety-two dams are currently regulated by the State of Montana, however, the National Inventory of Dams listed about 2,800 dams in Montana. Many of the dams regulated by the State are required to have permits and emergency action plans. This program is managed by the DNRC, Water Resources Division.

Capabilities:

- The dam safety program provides regulations and standards for most high impact dams, and therefore, ensures an initial level of safety.

Limitations:

- Over 2,700 significant and low hazard dams in Montana are not regulated according to the National Inventory of Dams. In many cases, maintenance and repair may be needed.

Homeland Security

Funding for Homeland Security vastly outweighs the funding available for traditional hazard mitigation, with over \$45 million in grant funding during the past three years. This funding is primarily directed toward pre-identified preparedness activities such as training, exercises, and equipment. From a mitigation perspective, since terrorism is such an uncertain type of hazard, most activities that are being conducted through the homeland security program are mitigation in some form. Preparing our responders and gathering intelligence may mitigate an event from occurring or may reduce the impacts from an event. In this sense, these activities can be considered mitigation, although, not in the traditional sense of the word.

Capabilities:

- An enormous amount of funding is being used to prepare our state to prevent and respond to a terrorist attack.
- Much of the equipment and training being conducted for homeland security purposes can also be used for any hazard or event.

Limitations:

- Homeland security funds are quite specific in what they can be used for and do not allow for a lot of flexibility.

- Only actions identified in the local and state strategic plans can be funded.

Historical Programs

Although no longer funded initiatives, past programs have made an impact in the state. The Project Impact program provided \$1,400,000 in mitigation grant funds to four counties: \$500,000 to Lincoln County and \$300,000 to Lewis and Clark, Yellowstone, and Gallatin Counties. Just in Lincoln County, \$500,000 in grant funding was translated into \$1,200,000 from in-kind services and contributions of over 40 partners.

Post-Disaster Mitigation Policies, Programs, and Capabilities

Hazard Mitigation Grant Program

Following a Presidential Declared Disaster, Montana has historically received 15% of eligible disaster costs in funding for mitigation activities. This program, coordinated through DES by the SHMO and a part-time mitigation specialist, has funded 54 mitigation projects totaling over \$2.3 million following 8 disasters since 1986. Typically, the HMGP program is opened up for all counties, not just those in the disaster area, and the projects are not restricted to those hazards involved in the disaster. This allows for maximum flexibility and quality in the projects submitted for funding. **Table 4.3-3** shows the various disasters and associated HMGP funding. **Figure 4.3-4** shows the HMGP projects completed in Montana along with the one PDM-C project and the Project Impact communities.

Table 4.3-3 HMGP Funding by Disaster

Date	FEMA Disaster #	Location	Disaster Type	HMGP funding
February 1996	1105	Western Montana	Flooding, Winter Storms	\$268,598
March 1996	1113 ⁹	Milk River, Northern Montana	Flooding, Spring Storms (road, culvert, and bridge damage)	\$207,000
Spring/Summer 1997	1183 ¹⁰	Missouri and Yellowstone Rivers	Flooding (roadway and infrastructure damage)	\$883,110
Summer 2000	1340 ¹¹	Statewide	Wildfire	\$290,766
Fall 2000	1350 ¹²	Eastern Montana	Winter Storms (heavy snow loads, drifting, power outages)	\$284,005
Spring 2001	1377 ¹³	Big Horn County, Crow Reservation	Winter Storms (heavy snow loads, power outages)	\$105,770
June 2001	1385 ¹⁴	Gallatin, Missoula, and Powell Counties	Spring Storms (heavy snow loads, power outages)	\$137,349
June 2002	1424 ¹⁵	Northern Montana	Spring Storms, Flooding	\$207,984

⁹ Hazard Mitigation Survey Team Report, FEMA-1113-DR-MT, FEMA Region VIII, June 1996.

¹⁰ Interagency Hazard Mitigation Team Early Implementation Strategy Report in Response to DR-1183-MT, August 1997.

¹¹ Hazard Mitigation Survey Team Report, FEMA-1340-DR-MT, FEMA Region VIII, Declared August 30, 2000.

¹² Hazard Mitigation Survey Team Report, FEMA-1350-DR-MT, FEMA Region VIII, March 2001.

¹³ Hazard Mitigation Survey Team Report, FEMA-1377-DR-MT, FEMA Region VIII, Declared May 28, 2001.

¹⁴ Hazard Mitigation Survey Team Report, FEMA-1385-DR-MT, FEMA Region VIII, October 2001.

¹⁵ Hazard Mitigation Survey Team Report, FEMA-1424-DR-MT, FEMA Region VIII, May 2003.

			(heavy snow loads and rain, power outages, road damage)	
			TOTAL	\$2,384,582

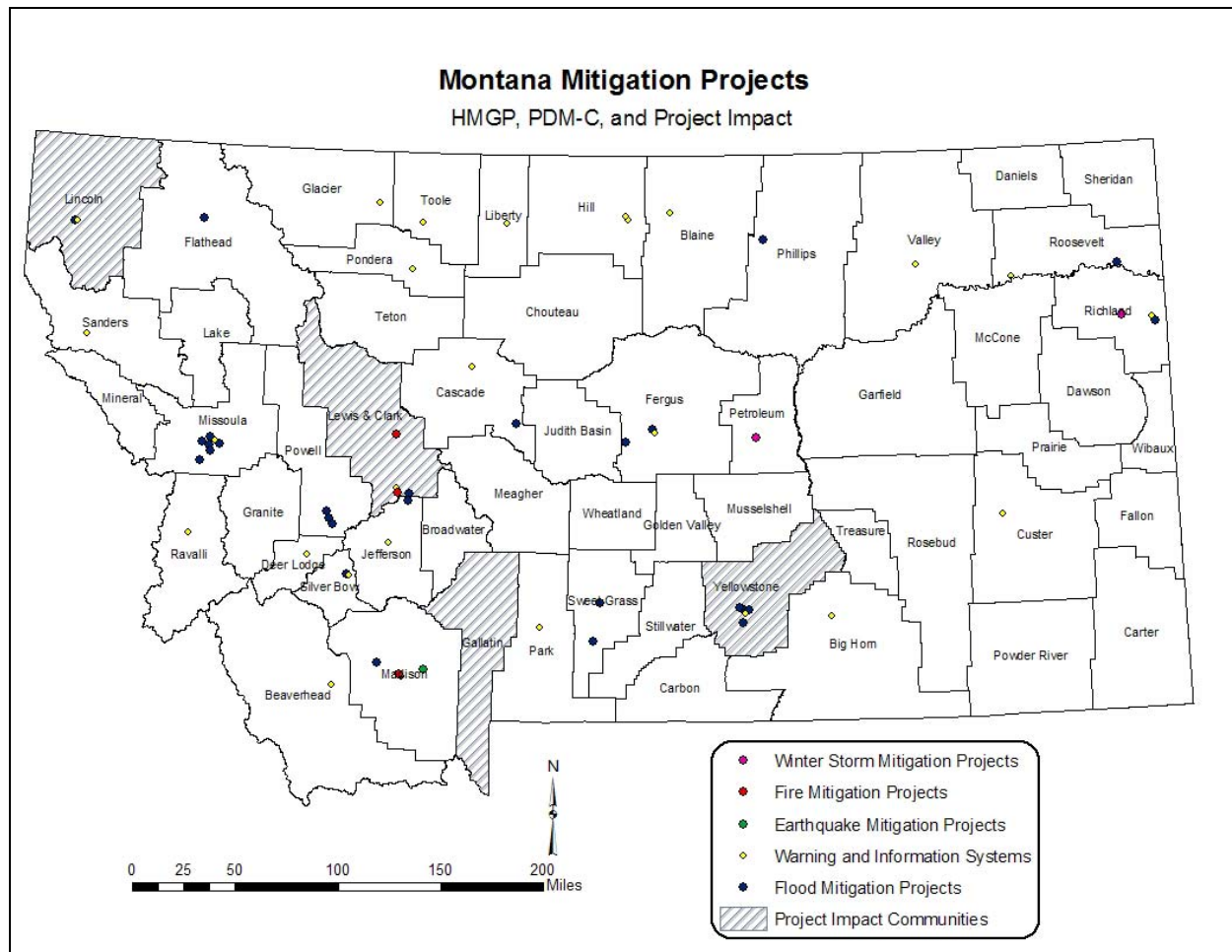
Capabilities:

- As many projects as possible are funded through HMGP and the program is typically opened up to the entire state and all hazards following a disaster.

Limitations:

- Required to follow the same procedures as a larger state with much less funding.
- With historically few declared disasters in Montana, mitigation funding from HMGP is low.

Figure 4.3-4 Montana Mitigation Projects



Public and Individual Assistance Mitigation

During the repairs to public and private structures and infrastructure, mitigation opportunities are taken whenever possible. Although not a separate program, mitigation is conducted following a disaster through the recovery programs. Public assistance and individual assistance officers are trained in mitigation and will mitigate hazards when repairing the damages. This mitigation is part of the disaster recovery and cannot be easily put into dollar amounts.

Capabilities:

- Allows for “cheaper” mitigation because the mitigation done while repairing damages.
- Immediately following a disaster, the public and local officials may be more willing to invest in mitigation.

Limitations:

- Typically, following a disaster, recovery and not mitigation is the primary objective.
- The mitigation costs cannot be easily separated from the recovery costs.
- Depends on the recovery officers’ identification of mitigation opportunities.

Evaluation of State Laws and Regulations

An evaluation of Montana laws and regulations was conducted to identify those sections that relate to mitigation. Many laws that can be related to mitigation are “buried” in various sections, such as Montana Code Annotated (MCA), Title 20, Chapter 6, Part 6 (MCA 20-6-621) which states that school locations are to meet building codes. Only the major sections as they pertain to mitigation will be list here. See **Table 4.3-4** for specific legislation.

Table 4.3-4 Montana Laws and Regulations Related to Mitigation

Reference	Description	Capabilities	Limitations
MCA Title 7	Local Government	<ul style="list-style-type: none"> Allows local governments to construct public buildings, utility services, roads, and bridges Gives local government the right to adopt their own building codes 	
MCA 10-3	Disaster and Emergency Services	<ul style="list-style-type: none"> Establishes state and local emergency management organizations and responsibilities 	<ul style="list-style-type: none"> Mentions mitigation in a very limited fashion
MCA 17-7-2	Long Range Building Program	<ul style="list-style-type: none"> Establishes the Long Range Building Program for State facilities Consolidates and prioritizes requests for significant building improvements and new construction 	<ul style="list-style-type: none"> Does not require the consideration of disaster prevention or mitigation.
MCA 50-3	State Fire Prevention and Investigation Program	<ul style="list-style-type: none"> Establishes State Fire Prevention Program Establishes fire inspection program for State buildings 	
MCA 50-60	Building Construction Standards	<ul style="list-style-type: none"> Authorizes State Building Code Allows for local county, city, or town building codes 	<ul style="list-style-type: none"> Except for the energy, plumbing, and electrical codes, the State Building Code is not applicable for residential structures less than five dwelling units, unless required by local jurisdictions.
MCA 50-61	Fire Safety in Public Buildings	<ul style="list-style-type: none"> Establishes fire safety regulations for public buildings 	
MCA 50-62	Fire Hazards	<ul style="list-style-type: none"> Allows for remediation, removal, or demolish of structures that are considered fire hazards 	
MCA 50-79	Nuclear Regulation	<ul style="list-style-type: none"> Establishes regulations for sources of ionizing radiation 	
MCA Title 60	Highways and Transportation	<ul style="list-style-type: none"> Authorizes maintenance and creation of State roads and roadway infrastructure 	<ul style="list-style-type: none"> No requirements for the mitigation of hazards
MCA Title 67	Aeronautics	<ul style="list-style-type: none"> Provides regulations for airports and aircrafts 	
MCA Title 69	Public Utilities and Carriers	<ul style="list-style-type: none"> Establishes requirements for utility providers, including the construction of such facilities 	

MCA 75-1	Montana Environmental Policy Act	<ul style="list-style-type: none"> Establishes procedures for environmental reviews 	
MCA 75-2	Air Quality	<ul style="list-style-type: none"> Establishes air quality regulations 	
MCA 75-5	Water Quality	<ul style="list-style-type: none"> Establishes water quality regulations 	
MCA 75-6	Public Water Supplies, Distribution, and Treatment	<ul style="list-style-type: none"> Establishes regulations for the construction and operation of public water supplies and wastewater 	
MCA 75-7	Aquatic Ecosystem Protections	<ul style="list-style-type: none"> Requires the protection of streambeds and lakeshores 	
MCA 75-20	Montana Major Facility Siting Act	<ul style="list-style-type: none"> Establishes regulations regarding the placement of major energy production or transmission facilities 	<ul style="list-style-type: none"> Although considerations for the public's health and safety are provided, this act does not require an evaluation of natural or man-made hazards of the facility location.
MCA 76-1	Growth Policy	<ul style="list-style-type: none"> Requires local governments to develop growth policies by October 2006. Growth policies are the steering documents for zoning ordinances and subdivision regulations. 	<ul style="list-style-type: none"> Does not require the consideration of natural hazards. A bill requiring a strategy for addressing natural hazards failed in 2001. Growth policies are not regulatory and do not have authority to deny land use.
MCA 76-2	Planning and Zoning	<ul style="list-style-type: none"> Allows local governments to establish and manage zoning districts 	<ul style="list-style-type: none"> Does not establish statewide zoning
MCA 76-3	Montana Subdivision and Platting Act	<ul style="list-style-type: none"> Requires local governments develop subdivision regulations and enforcement Establishes policy to ensure subdivisions are in the public interest 	<ul style="list-style-type: none"> Does not establish statewide standards for hazards
MCA 76-5	Floodplain and Floodway Management	<ul style="list-style-type: none"> Establishes state floodplain management program and regulations Requires a Flood Protection Elevation of two feet above the 100-year Base Flood Elevation Establishes a Floodway Obstruction Removal Fund 	
MCA 76-6	Open-Space Land and Voluntary Conservation Easement Act	<ul style="list-style-type: none"> Provides regulations for open space designations and compensation 	
MCA 76-11-1	Natural Resource Protection from Fire	<ul style="list-style-type: none"> Directs DNRC to protect natural resources from fire 	
MCA 76-13	Timber Resources	<ul style="list-style-type: none"> Provides for the protection of forest resources Establishes regulations to prevent uncontrolled fire starts Allows for tree disease and insect control 	
MCA 76-14	Montana Rangeland Resources Act	<ul style="list-style-type: none"> Allows for sagebrush and weed management 	<ul style="list-style-type: none"> Does not specifically mention fire management

MCA 85-15	Montana Dam Safety Act	<ul style="list-style-type: none"> ▪ Allows for safe construction of dams ▪ Provides authority for dam permitting, inspection, and repair 	
MCA 90-15	Natural Resource Information System	<ul style="list-style-type: none"> ▪ Authorizes the development of a natural resource information system and a natural heritage program 	

The State laws in the Montana Code Annotated (MCA) are then translated into the Administrative Rules of Montana (ARM). This document specifies the rules as they relate to the MCA. For example, the International Building Code (IBC), 2003 Edition is adopted as the state building code through ARM 24.301. Individual agencies are responsible for identifying and addressing the shortcomings with mitigation in their own agency rules.

Development in Hazard Prone Areas

Montana has been experiencing growth since the 1930's. Currently, some locations in the state are undergoing rapid growth. With that growth comes challenges in hazard mitigation. With many hazards, such as winter storm, wind, hail, drought, and terrorism that are not limited to specific areas, the vulnerability associated with the growth for those hazards certainly is increasing.

Western Montana has been the area with the most concentrated growth in recent years. This section of the State is an earthquake hazard area, and therefore, growth is taking place in the earthquake hazard areas. Currently, little zoning or development prevention in fault areas, if known, is occurring.

The state floodplain requirement of a freeboard of two feet certainly reduces the vulnerability of new development in the mapped flood zones. This proactive approach to floodplain management helps in making new construction less prone to flood damages. Of course, the program is only as good as the mapping, and in some instances, development may be occurring in unmapped, flood prone areas.

Of greatest concern and magnitude, however, is the development occurring in the wildland interface areas. Again, with the greatest wildland fire hazards existing in Western Montana and the greatest growth occurring in similar locations, development is occurring in the hazard prone areas. Mitigating this problem are the local planning boards and fire departments. Most subdivisions undergo reviews for fire safety. In many cases, the development cannot be completely prevented, but measures are put in place such as water supply and roadway requirements that may help reduce the risk through fire suppression during an event. Our forested mountains continue to be places that are popular to live and growth there continues. With the exception of the Subdivision and Platting Act and local zoning, if present, little regulation is in place at the state level to prevent this. In 1999, an attempt to pass a bill allowing additional property taxes for wildland interface areas failed.

State Funding Capabilities

The Disaster and Emergency Services Division of the Department of Military Affairs in Montana already has a limited budget to provide the very basic emergency management services. This division with a staff of 23 (including six field representatives) in Fiscal Year 2004 had just over \$1 million for personnel expenses, about \$215,000 for operating expenses, and \$2,500 for equipment. This minimal budget leaves little room for additional mitigation support. Approximately 50% of this budget is funded federally through EMPG funds and the other 50% is the state's match that comes from the state's general fund. The remaining EMPG funds are used to fund local disaster coordinators. Most county coordinators are half or quarter time for Disaster and Emergency Services. Some have hired coordinators for homeland security grants, however, most have not. Little time and funding is available to these coordinators for mitigation activities. As with DES, the other State departments managing mitigation programs do not have State funds available for mitigation purposes. They are purely limited to providing personnel resources, and in some cases, those personnel resources are also funded through federal funds.

From a State budget perspective, upon entering the last legislative session in 2003, the legislature was faced with an over \$230 million budget shortfall for the biennium based on law budget requirements. The worst budget crisis in over a decade was caused by a dramatic decrease in taxable income from individuals and corporations and rising healthcare and State human service costs, all attributed to the economic downturn. Several revenue enhancements such as lodging and cigarette taxes were increased and expenditure reductions were made to balance the budget. Some services were cut and some vacancies will remain unfilled as part of the expenditure reductions. Currently, the State is struggling to meet its legislatively mandated programs, and mitigation funding is not a feasible budget request at this time.

Capabilities:

- The full-time SHMO and part-time HMGP coordinator are able to offer project funding through the HMGP and PDM programs.
- Federal mitigation funds are available through a variety of State offices.
- Travel for the SHMO is funded through HMGP administration funds.

Limitations:

- The programs can only grow as large as the personnel able to coordinate them.
- For federal funds, the 25% match is often not available.
- A mitigation program budget does not exist except through federal grants for projects.

4.4 LOCAL CAPABILITY ASSESSMENT

Most mitigation projects in the State of Montana begin at the local level. Following a major disaster or a minor event, someone such as a county commissioner, the road crew, or even the general public notices a problem that can be mitigated. Typically, the local officials will submit a request for mitigation grant funding as it is available. Ultimately, local mitigation projects are created, submitted, and implemented by those who live in the community. These local officials work closely with the SHMO and other State and federal officials in determining the best course of action.

Montana, being a large, mostly rural state, is managed primarily by county government with additional city and town governments in the more developed communities. Each county and tribe in Montana has a Disaster & Emergency Services (DES) Coordinator. These coordinators are typically positions that are not dedicated to emergency management full-time, and most are half or quarter time. Frequently, the coordinator will also have other duties within the county such as the sheriff or the fire chief. Only about 11 of 62 DES coordinators at the local or tribal level are full time. In most cases, these coordinators are also responsible for preparedness, response, recovery, and homeland security coordination. They are assisted by six state DES district representatives who act as liaisons between the State DES office and the county DES coordinators.

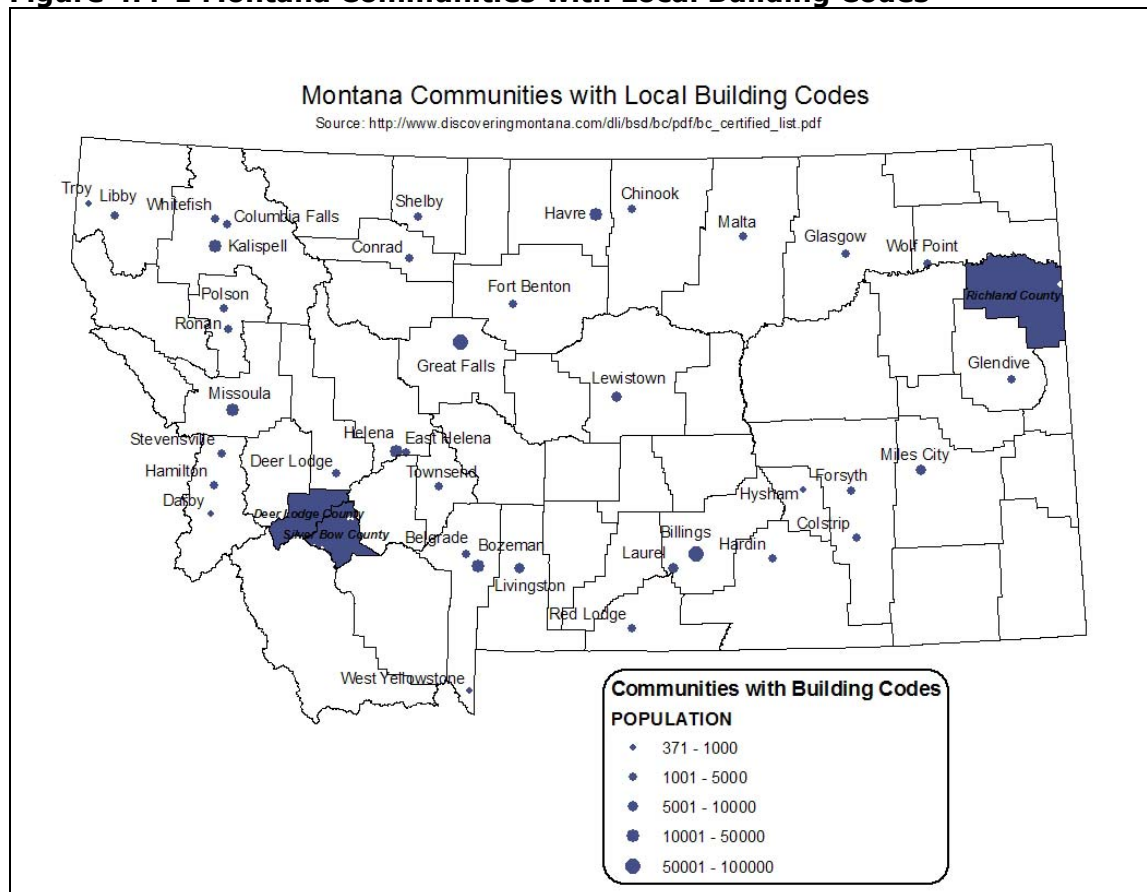
Many resources exist at the local level that assist in the hazard mitigation effort. Although, many programs and policies are proactive in some communities, others may not be. Certainly with each local government developing its own programs and policies, consistency across the state is lacking. **Table 4.4-1** demonstrates some of more significant efforts at the local level. These efforts were identified through close partnership with our local jurisdictions.

Table 4.4-1 Local Policies and Programs Affecting Hazard Mitigation

Name	Description	Capabilities	Limitations
Building Codes	A minimum State building code exists for all communities, however, several have adopted their own stronger codes.	Implemented and enforced at the local level, structural building codes (some only residential) are in place in 42 communities. ¹⁶ See Figure 1 for these communities.	Many local jurisdictions have not adopted local building codes, nor do they have the staffing to do so. The State building code does not address structural codes for residences under 5 dwelling units.
Zoning	Statewide zoning does not exist, nor is it required. Many communities have created zoning districts.	Many communities have adopted zoning districts, including those that consider hazard areas. The creation of zoning districts is typically a grassroots effort.	Much of Montana is not zoned for hazard areas.
Growth Policies	State law requires local jurisdictions develop a document meeting specific criteria that addresses growth issues.	An adopted growth policy is required prior to the adoption of zoning ordinances and subdivision regulations.	The growth policies are not regulatory and restrictions cannot be placed on development based on them. An assessment of natural

¹⁶ http://www.discoveringmontana.com/dli/bsd/bc/pdf/bc_certified_list.pdf

			hazards is not required.
Subdivision Regulations	Local jurisdictions can have regulations addressing requirements such as fire safety and open space for new subdivisions.	Local officials have the ability to regulate large development in hazard prone areas.	Some communities may not have subdivision regulations or they may not address natural hazards.
Planning Boards	Community planning boards can oversee growth and development and implement zoning ordinances and subdivision regulations.	Planning boards have the power to approve or deny development based on zoning ordinances and subdivision regulations.	Planning boards may not be required to consider natural hazards while reviewing applications.
Floodplain Management	Everyday enforcement of floodplain ordinances as part of the National Flood Insurance Program are conducted at the local level.	Local floodplain managers have the ability to manage their own area floodplains. A statewide freeboard of 2 feet strengthens floodplain management across the State. Local jurisdictions have the ability to impose greater restrictions in the floodplain if desired.	Local floodplain managers are extremely part-time and may not be able to keep up with changes in the program. Much of the floodplain mapping in the State needs to be updated.

Figure 4.4-1 Montana Communities with Local Building Codes

According to the Montana Growth Policy Forum Newsletter from Fall 2001, "Montana voters overwhelmingly support local control in managing growth according to a statewide survey conducted by the Montana Association of Realtors. Sixty-seven percent of those surveyed said town, city, or county governments should have the power to make land use decisions. Almost two-thirds (59%) oppose having the state become more involved in managing growth-related problems. There is virtually no support for federal involvement."¹⁷ Based upon public support, mitigation and future development falls primarily on the shoulders of the local officials.

Specifically for mitigation, the local officials through their DES coordinator or local hazard mitigation officer are responsible for:

- Working with the State Hazard Mitigation Team, as requested
- Developing local mitigation plans
- Applying for and implementing mitigation projects
- Reporting on mitigation progress

¹⁷ Montana Growth Policy Forum Newsletter, Fall 2001, <http://mcc.state.mt.us/Downloads/forumnewsbw.pdf>